

JUVENILE INFORMATION GOVERNANCE COMMISSION

REPORT SUBMITTED TO THE MISSOURI GENERAL ASSEMBLY

Juvenile Information Sharing for RSMo. 210.865 Compliance

JANUARY 1, 2006



Members:

Linda Roebuck, Department of Mental Health
Tricia Schlechte, Department of Health and Senior Services
Chris Whitley, Department of Social Services
Fred Simmons, Department of Social Services, Children's Division
Bill Vaughn, Department of Social Services, Division of Youth Services
Mike Alexander, Department of Elementary and Secondary Education
Major Richard Coffey, Missouri Highway Patrol
Dan Ross, Office of Information Technology
Mike Buenger, Office of State Courts Administrator
Janet Warner, 6th Judicial Circuit
Tammy Walden, 26th Judicial Circuit
Judge Tommy DePriest, Jr., 21st Judicial Circuit
Judge Jack Garrett, 37th Judicial Circuit

CREATION OF THE JUVENILE INFORMATION GOVERNANCE COMMISSION

The Juvenile Information Governance Commission (JIGC) was created in 2001 by the passage of House Bill 236. The Commission is tasked with authorizing categories of information to be shared between executive agencies and juvenile and family divisions of the circuit courts. The JIGC is also charged with providing vision, strategy, and policy approval, as well as oversight for the development and implementation of information sharing in community agencies, law enforcement, and juvenile and family courts. The JIGC has authority to appoint subcommittees to address technical and policy issues associated with information sharing, communication, development, and implementation. House Bill 236 calls for the Commission to be comprised of members from the following agencies:

- The Director of the Department of Mental Health
- The Director of the Department of Health and Senior Services
- The Commissioner of Elementary and Secondary Education
- The Director of the Department of Social Services
- The Director of the Department of Social Services Children's Division
- The Director of the Department of Social Services Division of Youth Services
- The State Courts Administrator
- The Superintendent of the Highway Patrol
- The Chief Information Officer of the Office of Information Technology of the Office of Administration
- One judge who hears juvenile cases in a circuit comprised of one county of first classification, appointed by the chief justice of the supreme court
- One judge who hears juvenile cases in a circuit comprised of more than one county, appointed by the chief justice of the supreme court
- One juvenile officer representing a circuit comprised of one county of the first classification, appointed by the chief justice of the supreme court
- One juvenile officer representing a circuit comprised of more than one county, appointed by the chief justice of the supreme court

THE MISSOURI JUVENILE JUSTICE INFORMATION SYSTEM (MOJJIS) TASK TEAM

The MOJJIS Task Team was formed in September 1998 as a result of Section 210.865 RSMo, which authorizes the Office of State Courts Administrator (OSCA) and Departments of Social Services, Mental Health, Elementary and Secondary Education, and Health and Senior Services to coordinate their individual information systems to allow for information sharing and tracking of individual children who have come in contact with, or been provided services by, the courts and such departments. Section 210.865 RSMo was created by the Juvenile Crime Bill.

This Task Team has been meeting regularly since its formation in 1998 to develop an information sharing system. The creation of the Juvenile Information Governance

Commission now provides the MOJJIS Task Team with the authority necessary to implement that system and to meet the requirements of Section 210.865 RSMo.

Specifically, the Task Team has been working to create a connection to enable multiple agencies responsible for service to delinquent and neglected youth to share information and to coordinate services. The long-term goal of this connection is the idea of better assessment, intervention, and tracking of juveniles across agency boundaries in order to reduce duplicate services and provide more appropriate treatment during a child's contact with the agency. However, all information received by a court, department, or school district is subject to confidentiality requirements as imposed on the department that originally collected the information.

Background from 2001

In October of 2001, a Juvenile Accountability Incentive Block Grant (JAIBG) was awarded to allow the Task Team to issue a Request for Project Assessment Quotation (RFPAQ) to a technical assessment of issues affecting information sharing. A portion of the JAIBG funds were used to purchase dedicated servers for the Children's Division county offices and computer equipment and e-mail licenses (Lotus Notes) for the Division of Youth Services offices in St. Louis and the northeast region.

An additional RFPAQ was issued for the assessment, design, and planning of hardware and software designs for information sharing of previously identified data elements between the Division of Youth Services, Children's Division, Department of Mental Health (DMH), Department of Elementary and Secondary Education, Department of Health and Senior Services, and Office of State Courts Administrator. One issue encountered in this effort is that each agency is very distinct in its procedural and operating processes, and Section 210.865 RSMo provides no guidance in addressing these differences.

Both RFPAQ's were awarded to Keane Federal Systems of McLean, Virginia. Keane presented the MOJJIS Task Force with four options for development of a secure information sharing system between the executive branch agencies and the judiciary—manual sharing, leveraged dual-shared area, manual plus pointer index, and pointer index plus full access query. As designed by Keane, each option builds upon the previous option to further develop design. For a review of all four options the reader is directed to the first JIGC report dated January 31, 2001.

Report of 2002 Progress

The work completed in 2001 facilitated the drafting of a Memorandum of Understanding (MOU) for the Administration of the Missouri Juvenile Justice Information System Program and a Cooperative Agreement on Information Sharing Standards and Procedures that included the categories of information to be shared. By the end of August 2002, all department directors or their designee, with the exception of the Department of Mental

Health, who provided a letter of intent, have signed this document. The MOU and letter of intent by the DMH are attached hereto.

On January 25, 2002, the Commission approved the categories of information contained in Design Option 3. The Commission also unanimously approved Design Option 3 as the technical application to share juvenile information and authorized a RFPAQ for the design and build of this option and a cost analysis of Technical Design Option 4. In June, Tier Technologies, Inc. was awarded a contract to build Option 3, which is a central pointer index system for MOJJIS comprised of participation flag indicators based on data already existing in the Common Area at Social Services and the Statewide Repository at OSCA. This is a secure web-based system that allows selected users at participating agencies to perform a search on a juvenile and be given an indicator of participation for any of those agencies/programs that the youth may have been provided services by in the past. This application was tested and ready to pilot in the first quarter of 2003.

Each participating agency designated personnel to be their MOJJIS point of contact. These selected personnel are responsible for performance of sharing duties within each agency.

In addition, equipment was purchased to support the MOJJIS secure web-based application. This included web-servers that handle all inquiry traffic from the users, a core switch to support the web-servers, and a database server that will hold information from the Social Services' Common area and the OSCA repository. This equipment has been built, installed, and loaded with the MOJJIS application.

Report of 2003 Progress

This has been a productive year for MOJJIS. The MOJJIS software application was built by Tier Technologies, Inc. then tested by OSCA staff and selected agency/court users. After modifications and corrections were made, the software was loaded on MOJJIS production equipment.

A second contract with Tier Technologies, Inc. was entered into. Tier met with each agency to discuss procedures and training. It was discovered after testing that because the software was easy to use, the bulk of the training would be spent on procedure and process. The MOJJIS User Requirements Manual was completed and presented to the Commission in March 2003. The manual serves as the training manual for all selected personnel who are chosen by their agency to become a certified MOJJIS user.

The Commission approved piloting the MOJJIS application beginning September 2, 2003, in the 6th (Platte County), 34th (New Madrid and Pemiscot Counties), 37th (Howell, Oregon, Shannon and Carter Counties), and 42nd (Crawford, Dent, Iron, Reynolds, and Wayne Counties) Judicial Circuits along with the Departments of Social Services (Children's Division and Division of Youth Services), Health and Senior Services, and Mental Health.

There are a total of 28 judicial circuits participating in MOJJIS data contribution. The data provided by the Department of Social Services is statewide. To ensure accuracy, MOJJIS information is refreshed weekly. There are approximately 130 certified MOJJIS users. Sixty-seven of those users are court personnel.

An impact analysis report that discussed the implementation and status of MOJJIS through December of 2003 was included with the *Juvenile Information Governance Commission Report to the Missouri General Assembly* dated January 2, 2004.

Report of 2004 Progress

There are now approximately 410 certified MOJJIS users. A total of 21 judicial circuits are participating in MOJJIS data contribution at this time; 3 judicial circuits have inquiry access only. When judicial circuits implement the Judiciary's case-management system—the Justice Information System (JIS)—they begin contributing data to MOJJIS. Juvenile data contribution is statewide from the Department of Social Services Children's Division, Family Support Division, and Division of Youth Services, and the Department of Health and Senior Services.

Currently, there are more than 1.5 million juvenile names and 3.5 million records of participation within the MOJJIS database. Each time a juvenile becomes involved with a participating agency, a record of participation is created. Data in MOJJIS is refreshed weekly by the State Data Center at a cost of approximately \$200.00 per month.

The number of MOJJIS inquiries by users has been increasing steadily. The inquiry rate almost doubled from November to December (Table 1). This increase can be attributed to the number of new MOJJIS

users and the additional training opportunities that have been provided. The highest hit rate occurred in November with an 86% hit rate for inquiries, the highest rate we have seen to date (Table 1).

Seven MOJJIS web-training sessions ("webinars") were provided for 382 participants who logged in over 380 hours of connection time.

Table 1

2004	Inquiries	Hits	No Hits	Hit Rate
June	489	372	117	76.07%
July	481	362	119	75.26%
August	572	431	141	75.35%
September	968	806	162	83.26%
October	594	497	97	83.67%
November	518	446	72	86.10%
December	1022	845	177	82.68%
TOTAL	4644	3759	885	80.94%

Staff from the Department of Elementary and Secondary Education created a MOJJIS training and promotional CD that contains an introductory video, instructional material, instructional video, and recorded webinar session. Staff from the Office of State Courts Administrator created and printed 3,000 MOJJIS Quick Reference cards that were distributed to all users.

Some email features within MOJJIS were enhanced. Program information is now provided upon inquiry to another agency and an electronic copy of an email request is now created electronically. Other small enhancements were made to the system as well.

Report of 2005 Progress

The Commission approved proceeding with the assessment and requirements definition of MOJJIS Design Option IV. Tier Technologies, Inc. was awarded the contract. Currently, if the child is involved in other state agency programs, the users have the ability to see the list of programs, but must contact those agencies for specific information regarding the juvenile. Option IV will allow users to view the specific information electronically without contacting the agency. The Option IV design provides information immediately, eliminating, in most cases, the need for a MOJJIS point of contact in each agency.

There are now 455 certified MOJJIS users. A total of 36 judicial circuits are participating in MOJJIS data contribution at this time. Comments received from juvenile officers about the use of MOJJIS include the following:

- We run a MOJJIS report on every referral that comes into our offices. This is part of initiating a referral. The report is then filed in the case file for future reference. It provides a quick, easy way for us to find information such as date of birth, social security number, and department client number, which is not included in law enforcement reports. We used to have to send the referral back for this additional information or call schools to get the information.
- MOJJIS assists deputy juvenile officers in completing their risk assessments because they can see from the report if a youth has a prior history of abuse and neglect, something the parent often neglects to report. The deputy juvenile officer can inquire of the parent or of our local Children's Division office the specifics of the prior cases that show up on the MOJJIS report.
- We run a MOJJIS report to determine a youth's history with other agencies prior to interagency meetings with our community-based mental health provider, Children's Division staff, juvenile officer, and schools.
- MOJJIS provides information such as dates of birth for children referred to the juvenile office and their birth parents and their names and dates of birth. Often referrals are incomplete and this saves man hours by being able to enter the MOJJIS system to search rather than spending time on the telephone to track down this information.
- We use the information to determine what services a family may have received to determine our need for compliance with reasonable efforts to prevent removal.
- MOJJIS is a great resource. It allows us to get more accurate information about a child before we put information into JIS, and it identifies the other agencies that have had contact with the child and can provide background information that we may not receive otherwise. I use the feature for sending an email to an identified

agency that has provided services to or had contact with the child, and have always received a response within 24 hours.

- The information we receive from the Family Support Division is very helpful. Typically the father's name, date of birth, social security number, and last known address is provided. Cases indicating a history of domestic violence also are marked "violence."

In January 2006, the juvenile and family court in Jackson County will begin contributing data to the system. The Department of Social Services Children's Division, Family Support Division, and Division of Youth Services are contributing data along with the Department of Health and Senior Services. The Departments of Mental Health and Elementary and Secondary Education still are not contributing data to MOJJIS. However, the Department of Mental Health provides a contact person that allows users to make a secure inquiry, transmit releases, if needed, and receive information.

The number of MOJJIS inquiries has steadily grown. In calendar year 2004 there were an average of 663 inquiries made per month. In comparison to calendar year 2005 (Table 2), the average monthly inquiry was 1,418. Of all the inquiries made (15,596) from January 1, 2005, through November 15, 2005, 79.2% or 12,366, were positive for participating in other state agency programs.

There were a number of functional enhancements deployed during the year. They include:

Table 2

CY05 MOJJIS Total System Stats				
	Inquiries	Hits	No Hits	Hit rate
January	1275	1014	261	79.53%
February	1592	1285	307	80.72%
March	1489	1224	265	82.20%
April	1471	1198	273	81.44%
May	1357	1089	268	80.25%
June	1221	985	236	80.67%
July	1440	1144	296	79.44%
August	1381	1121	260	81.17%
September	1354	1045	309	77.18%
October	1694	1312	382	77.45%
November	1322	949	373	71.79%
December				
TOTAL	15596	12366	3230	79.29%

1. When a MOJJIS search is conducted on a juvenile and information is returned to the user, a secure email link now allows users the ability to click on the agency link and email that agency. Information about the juvenile is automatically populated in the body of the secure email. If a juvenile court user is conducting a search and the information returned includes judicial court information, the user can click on the agency link and be directed to secure Case.Net, a secure area of Case.Net that allows juvenile and family court users access to information regarding juveniles.
2. Specific dates now can be used to search in the audit log.
3. Users can now reset passwords for passwords that are expiring.

Currently, there are more than 1.6 million juvenile names and 3.6 million records of participation within the MOJJIS database. Each time a juvenile becomes involved with a participating agency, a record of participation is created.

The current costs to download MOJJIS information into the common area has decreased from previous years. It is averaging approximately \$150 per month.

Next Steps

1. Increase the number of MOJJIS users at the Department of Social Services, specifically caseworkers.
2. Continue discussions with the Department of Elementary and Secondary Education regarding MOJJIS access for public schools.
3. Survey users for MOJJIS utility and impact.
4. Evaluate MOJJIS enhancements for future development.